

Historic, Archive Document

Do not assume content reflects current scientific knowledge, policies, or practices.

1.9
Ex 4 Ex

LIBRARY
RECEIVED
★ MAY 8 1927 ★
U.S. Department of Agriculture

EXHIBIT POLICY OF THE U.S. DEPARTMENT OF AGRICULTURE

During the past year several bureaus have suggested changes in the exhibit policy of the Department or have requested permission to vary from that policy. In order that the views of all the bureaus might be obtained, a meeting was held on January 12, at which representatives of each bureau were given opportunity to make suggestions in writing. Before going into the result of the analysis of these suggestions, it may be well to review briefly the history of the exhibit work in the Department and to outline the policy under which it is now conducted.

HISTORY OF EXHIBITS WORK IN THE DEPARTMENT.

The basic law by which the Department of Agriculture was created defined one of the two great functions of the Department to be "To acquire and to diffuse among the people of the United States useful information on subjects connected with agriculture, in the most general and comprehensive sense of that word *****".

The first Commissioner of Agriculture in his report to President Lincoln on January 1, 1863, pointed out the importance of exhibits and stated that there should be an object library or reference collection of agricultural facts in the Department of Agriculture museum. Such a museum was established in 1864, and was continued until the demand for education by this means in the several government departments necessitated the assembling of subject

matter in a single general collection in the National Museum.

The exhibit work of the Department has not been confined to a collection of agricultural exhibits in the museum. For many years the Department engaged in a limited way in the presentation in exhibit form of information developed by the various bureaus and offices. Until recent years, however, these exhibits were shown for the most part in conjunction with those from other Departments of the government and almost entirely at large expositions. Participation in the expositions was usually made possible through special appropriations by Congress or by specific allotments set up by the bureaus. By these means there were displays by the Department at many expositions such as,

Centennial International Exposition - - - Philadelphia, 1876

World's Industrial & Cotton Exposition -- New Orleans, 1884

World's Columbian Exposition - - - - - Chicago, --- 1893

Pan-American Exposition - - - - - Buffalo, --- 1901

Lewis and Clark Exposition - - - - - Portland, -- 1905

Tercentennial Exposition - - - - - Jamestown, - 1907

Alaska-Yukon Pacific Exposition - - - - - Seattle, --- 1909

Panama Pacific International Exposition -San Francisco- 1915

International Farm Conference - - - - - El Paso ---- 1917

As requests for presentation of information in exhibit form increased, the bureaus strove to meet these demands to the best of their abilities. Duplication of effort resulted, however, when different bu-

reaus presented their individual viewpoints on a common subject. To remedy this condition, the Secretary, on June 3, 1912, issued Memorandum No. 35, which says,

"In order to insure a uniform practice throughout the Department in making exhibits at expositions, congresses, land shows, fairs, and similar displays, it is hereby directed that all requests for exhibits be referred to the Chief Clerk of the Department."

Through this and other regulations, all based upon the necessity for harmony, conservation of effort, and efficiency in presentation, the central exhibits function was set up for the purpose of correlating and coordinating the exhibits work of the Department.

In the early days the centralized exhibit activities of the Department were financed by the salary of the administrative head of the exhibits work being carried for a few months on the roll of first one bureau and then another. Later, by contributions from bureau allotments to a central fund in the Office of the Secretary, a sum was obtained for the purpose of paying the administrative cost of correlation and coordination of subject matter and Department arrangement for exhibitions. During the World War period the "Stimulation of Agriculture" fund was used for certain classes of exhibits work and the bureau contributions discontinued. Since 1919 there has been an annual appropriation "To enable the Secretary of Agriculture to make suitable agricultural exhibits at State, interstate and international fairs held within the United States." This appropriation has enabled the Department to make creditable exhibits at certain classes of fairs for which adequate provision has not been made through bureau contributions.

The appropriation for State, interstate and international fairs necessitated the immediate expansion of the central exhibits organization. Naturally, the exhibits energy and interest of the Department began to center largely around the State fair showings, with a corresponding falling off in the equally important general exhibits work. This came about as a matter of course because the interbureau fund for handling general exhibits work had been discontinued, so there was no money available to the central exhibits function for general exhibits.

The limitation of the exhibit appropriation item to State and interstate fairs does not indicate any lessening of the need for coordination of the Department's general exhibit work. The appropriation should have supplemented and been helpful in expanding the usefulness of the central exhibits function, but actually it has tended to scatter the coordinated work previously done because no other fund has been concurrently available.

When the Department fund to cover the cost of general exhibit work was discontinued, the original broad function of the central exhibits organization was considerably curtailed. Some of the bureaus, because the central organization has had little or no money with which to help them, have undertaken to handle general exhibit work independently. Other bureaus, for the same reason, have done nothing. As the research results of two or more bureaus are involved in nearly every exhibition, the need for central direction and correlation is readily apparent.

PRESENT EXHIBITS POLICY.

Following what is believed to be the intent of various memorandums and regulations which have been issued by the Department from time to time, the following policy has been followed:

The planning, preparation, exhibition, maintaining, and warehousing of exhibits of the Department of Agriculture are handled by a central organization, the Office of Exhibits. The term "exhibits" is construed to mean any kind of exhibition material except small objects used in demonstrations. This program includes all occasions at which there is an opportunity for the Department to exhibit its work and is not limited to State and interstate fairs.

At State, interstate and international fairs within the United States the annual exhibit appropriation item is used to pay for the preparation of the exhibits. The transportation, installation and other expenses incident to the showing of the material are paid either from that appropriation or from cooperative funds furnished by the fairs.

In an effort to meet the demand for exhibits, bureaus are asked to furnish the personnel to handle the exhibitions in the field in the proportion that they have material on exhibition. An annual allotment for travel and subsistence expense of exhibition personnel is set up from the Department exhibit appropriation, which is made to apply as far as it will reach. Those bureaus which have exhibit material in excess of their due proportion or are unable to furnish their quota of personnel are called upon to make offset contributions to the travel and subsistence expense.

At exhibition occasions other than State, interstate and international fairs, the Office of Exhibits endeavors to obtain cooperation from the fair or exposition to pay all costs involved in the transportation,

installation, maintenance and dismantling of exhibits. Failing in this the placement of the exhibits is contingent upon the ability and willingness of the bureaus to meet the costs.

In the western United States exhibit committees have been organized in each of six districts, corresponding roughly to the Forest Service districts, to serve better the needs of these sections. The committees are composed of representatives from the bureaus most active in the region. The committee chairman is the Department's exhibit representative in that section, his duty being to coordinate the exhibit activities of the various bureaus working in his district. Due to remoteness from Washington and other unusual conditions, certain exceptions to the general policy have been made. For example, the Forest Service is authorized to handle independently exhibits composed of locally assembled material at county fairs and similar exhibition occasions. The Bureau of Biological Survey is also authorized to make exhibits of local material at county fairs or similar exhibition occasions in any locality where its work is conducted.

All subject matter originates in the bureaus. When exhibits are being prepared for important expositions, representatives from each bureau are brought together as a committee to determine the most advisable message to present. Exhibits are discarded by agreement between the Office of Exhibits and the bureaus whose exhibits are concerned.

The selection of exhibits for circuits is determined by the request of the State fair secretaries and by the suitability of the exhibits to the region under consideration, as advised by the bureaus to whose work the exhibits pertain.

PROPOSED NEW POLICY FOR EXHIBIT WORK.

In the analysis of the comments from the various bureaus, it seemed advisable to determine whether the desire was for a coordinating central exhibits function or for independent action on the part of each of the bureaus.

This analysis indicated that of fourteen bureaus reporting, ten appeared to be in favor of a central organization for performing the exhibit work of the Department; three bureaus desired more freedom in handling exhibits at small fairs or at occasions where the Department has not arranged for an exhibition, and one bureau did not indicate its attitude on this question. On the basis of these facts, therefore, it is believed that the following should be the Department's general exhibit policy.

GENERAL POLICY

IT SHALL BE THE POLICY OF THE DEPARTMENT OF AGRICULTURE TO COORDINATE ITS EXHIBIT ACTIVITIES THROUGH A CENTRAL EXHIBITS FUNCTION WHICH WILL HAVE CHARGE OF ALL MATTERS IN CONNECTION WITH THE PLANNING, BUILDING, EXHIBITING, MAINTAINING AND WAREHOUSING OF DEPARTMENT EXHIBITION MATERIAL: PROVIDED, THAT EXHIBITS AT GENERAL EXHIBITIONS, AS DEFINED IN THE SUCCEEDING PARAGRAPH, WHEN CONFINED TO MATERIAL FROM A SINGLE BUREAU, MAY BE HANDLED BY THE BUREAU CONCERNED.

PROCEDURE.

CLASSES OF EXHIBITIONS:

Two general classes of exhibitions are recognized in Department exhibit work, which, for purposes of easy reference, may be termed:

- (a) APPROPRIATION EXHIBITIONS: those at State, interstate and international fairs, held within the United States, for which funds are provided by the annual appropriation item for Department exhibits, and those at other occasions for which funds are provided by specific exhibit appropriations.
- (b) GENERAL EXHIBITIONS: those at county fairs, industrial and special fairs and expositions, meetings, gatherings, assemblies, conventions, congresses, celebrations and all other exhibition occasions for which annual or specific exhibit appropriations are not provided.

APPROPRIATION EXHIBITIONS:

PLANS FOR PRESENTATION OF SUBJECT MATTER IN EXHIBIT FORM, PREPARATION OF EXHIBITS AND ARRANGEMENTS FOR EXHIBITIONS IN CONNECTION WITH STATE, INTERSTATE AND INTERNATIONAL FAIRS HELD WITHIN THE UNITED STATES AND OTHER EXHIBITION OCCASIONS FOR WHICH SPECIFIC EXHIBIT APPROPRIATIONS ARE MADE, WILL BE IN CHARGE OF THE OFFICE OF EXHIBITS, COSTS BEING MET FROM THE ANNUAL OR SPECIFIC APPROPRIATIONS.

GENERAL EXHIBITIONS:

ARRANGEMENTS FOR EXHIBITIONS AT OCCASIONS OTHER THAN THOSE FOR WHICH ANNUAL OR SPECIFIC EXHIBIT APPROPRIATIONS ARE PROVIDED WILL BE HANDLED BY THE OFFICE OF EXHIBITS ON FUNDS FURNISHED BY THE BUREAUS, PROVIDED THAT WHEN THE EXHIBIT MATERIAL OF ONE DEPARTMENT UNIT ONLY IS INVOLVED, IF DEEMED ADVISABLE IN THE DISCRETION OF THE DIRECTOR OF EXTENSION WORK, SUCH ARRANGEMENTS MAY BE HANDLED THROUGH THE UNIT CONCERNED; AND PROVIDED FURTHER, THAT THE VARIOUS UNITS OF THE DEPARTMENT, ON THEIR OWN INITIATIVE, MAY PREPARE AND DISPLAY SMALL EXHIBITS AT MEETINGS, CONVENTIONS, AND OTHER SIMILAR OCCASIONS. ON REQUEST OF THE BUREAUS, THE OFFICE OF EXHIBITS WILL FURNISH ADVISORY SERVICE IN PLANNING SMALL EXHIBIT MATERIAL.

EXHIBITS AT STATE, INTERSTATE AND
INTERNATIONAL FAIRS.

The memoranda submitted by the bureaus for the most part did not include suggestions on the planning and building of exhibit material for appropriation exhibitions, i.e., State and interstate fairs, therefore, no changes in policy or procedure are proposed. All subject matter for State fair exhibits will continue to originate in the bureaus and special interbureau committees will develop subject matter for the National Dairy Exposition, International Live-stock Exposition, etc., as heretofore.

Presentation of the subject matter will be planned in the Office of Exhibits and brought to agreement with the views of those concerned. Suggestions of methods and means of presentation are welcome. Novel ideas are always in demand. The building of the exhibits will be superintended by the Office of Exhibits.

The Department exhibit appropriation will be used to its full extent in connection with exhibit work at State, interstate and international fairs. A portion of the appropriation will be set aside for exhibition expenses and the program developed accordingly. Where bureaus desire to present more than their proportionate shares of exhibit material or where their desires enlarge the program beyond the capacity of the exhibition fund, the bureaus will be expected to pay their shares of the additional cost by contributing toward the expenses of the exhibition personnel.

For the coming season at least, the policy of asking the bureaus to furnish exhibition personnel for the presentation (installation, maintenance, dismantling, and shipment) of the exhibits will have to be continued. If these requests cannot be met by bureaus, an attempt will be made to reduce the number of showings during the season and thus cut down the personnel requirements. In the future, if desired by bureaus, this reduction process can be carried

can be carried to the point where the exhibits fund can finance the entire cost of exhibition personnel. This would relieve bureau personnel of presentation work and would meet the objection raised by some of the bureaus to having their subject matter men superintend exhibit installation. Bureau personnel in attendance at fairs would then be wholly for contact purposes in the interests of the bureau. Sufficient funds to carry exhibition personnel through the entire year are not available. They, therefore, would have to be located, employed, trained and maintained during the exhibition season of three or four months. To find suitable men willing to accept short time employment and to train them properly presents a difficult problem, but this will be attempted.

The practice of sending preliminary schedules of circuits to the bureaus will be continued. This affords an opportunity to know where exhibits are scheduled to go and to question assignments. Assignments of exhibits are now discussed with the bureaus concerned before final schedules are made up and proposed circuit programs submitted, but this part of the work will be given even greater emphasis.

A bureau desiring to join with a local cooperator in an exhibit at a State, interstate or international fair or exposition should take up the project with the Director of Extension Work. Cooperation of this type will be encouraged where it is not contrary to the interests of the Department. The exhibit should show the agency presenting it, with indication of Department cooperation. For example; the responsibility should be shown as "American Cannery Association, in cooperation with the Bureau of Plant Industry, U. S. Department of Agriculture," rather than "Bureau of Plant Industry, in cooperation with American Cannery Association."

The addition by bureaus of local material to supplement the Department

exhibit is not in conflict with this policy. If only a small amount of material is involved, space and arrangement for it can usually be handled at the time of installation, but if the material is extensive the desire to add to the scheduled exhibits should be made known to the Office of Exhibits long enough in advance so that provision for space and plans for display may be made.

GENERAL EXHIBITION OCCASIONS.

Experience and the comments from the bureaus indicate that such difficulties as have arisen have been largely in connection with exhibit matters at other than State, interstate and international fairs and special exhibition occasions for which specific appropriations are made. For brevity these other occasions are designated as "General Exhibitions" to contrast them with "Appropriation Exhibitions," that is, State and other fairs for which exhibit appropriations are provided.

A study of the amount of work required in handling these "general Exhibitions" as compared with the regular State, interstate and international exhibitions was made recently. Based on the number of applications handled, the number of exhibitions made and the amount of space occupied by exhibits in the calendar year 1926, 33 per cent of the time and equipment of the entire Office of Exhibits organization, except the Preparation Division, was devoted to handling exhibits for occasions not contemplated by the exhibits appropriation. Of the total number of inquiries and applications received and acted upon, 46 per cent were in connection with "General Exhibitions." Of the exhibitions made, 34 per cent were "General Exhibitions" and they occupied 19 per cent of the total amount of space. The average of these three factors is 33 per cent.

Actual exhibitions made are not an accurate measure of the work involved. Among the many occasions not provided for by exhibit appropriations, inquiries, offers or applications were handled with reference to 71 that failed to result in exhibitions. Each application was investigated and discussed with from one to five bureaus as to whether they desired an exhibition made, whether they could or would furnish the funds, what they desired to have sent, etc. Freight rates and shipping costs were figured in many instances and inquiry made as to possible cooperation by the fair or other agency concerned. Even when circumstances forced the decision that nothing could be sent, the matter often was not ended because frequently the applicant presented new propositions and new reasons, sometimes with political backing, as to why the Department should send an exhibit.

During 1926, although a third of the energy of the Office of Exhibits was expended on "General Exhibition" work, the bureaus were billed only for physical handling of material amounting to \$882.51.

The State fair and other specific exhibits appropriations, of course, can not properly be used for these general negotiations and exhibitions. To relieve such appropriations of this drain and to permit the Office of Exhibits adequately to care for "General Exhibition," it is proposed that the interested bureaus set up at the beginning of each fiscal year an allotment of funds to be used for general exhibit purposes, to cover costs of administrative handling of the various proposals as well as all costs such as trucking warehouse handling, shipping, renovation on return, and other expenses not borne by the cooperator, except the salaries of exhibition personnel.

Exhibition personnel when required, will of necessity be furnished by the bureaus. Definite machinery for handling "General Exhibitions" would provide increased and improved service to the bureaus. It would also improve the State Fair work by releasing for that work the time which the State fair personnel is giving to "General Exhibitions."

This new statement of policy provides in the policy itself a method for taking care of such cases as the desires of the Bureau of Biological Survey for general direct contact with county fairs and of the Forest Service for direct contact with county fairs in the Western Districts, in that it provides that when the exhibit material of one Department unit only is involved, if deemed advisable in the discretion of the Director of Extension Work, arrangements may be handled through the unit concerned.

There is in existence in the Department a relatively large number of small exhibits of a type which can be carried, mailed, or shipped by express at small cost. These are very useful at meetings, schools, local fairs and similar occasions. This type of exhibit is capable of broad development. If means could be provided for building and handling such exhibits, they should assume a large place in the educational system. There has been no provision for the preparation and handling of this type of exhibit, and it has been subject to existing general exhibits regulations. Because of their small size and the particular uses to which they are put, these exhibits should be excepted from general regulations and provision made for the building, storing, shipping, handling, renovating, etc., by the bureaus concerned. It is believed,

1.9
Ex4Ex

U.S. Dept. Agriculture. Office of Exhibits.
Exhibit policy of the U.S. Dept. of Agric.

SEP 15 1939

E. E. Edwards

DEC 19 1939

however, that if plans for such exhibits are submitted to the Office of Exhibits for review and suggestions, the design may often be improved from the standpoint of effective presentation and also with relation to shipping qualities, weight and strength.

